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ABSTRACT

The recommendations of the Commission on Post-Secondary Education in Ontario, as contained in the Commission's draft report (see AC 012 607), are examined by the Ontario Department of Adult Education. Each of the Commission's 72 recommendations is listed with the Department's comments. The Department strongly recommends that the Ontario Government establish a special working or research group to iron out the inconsistencies and to explore those areas that need further clarification and amplification. (DB)

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# a response

TO THE DRAFT REPORT
OF THE COMMISSION ON
POST-SECONDARY EDUCATION
IN ONTARIO
FROM THE DEPARTMENT
OF ADULT EDUCATION

1

THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION / 252 BLOOR STREET WEST / TORONTO 5

# A RESPONSE

# TO THE DRAFT REPORT

# OF THE COMMISSION ON

# POST-SECONDARY EDUCATION IN ONTARIO

# FROM THE DEPARTMENT OF ADULT EDUCATION

The Ontario Institute for Studies in Education
252 Bloor Street West/Toronto 5

April 1972

*FOREWORD*

In the initial brief from this Department to the Commission, attention was directed to matters "on which the sponsors of the brief have conducted research, have reviewed opinion from significant sources, or have direct experience," to matters "which while significant may not be considered by others who will report to the Commission," to matters "which arise from or are examples of, the two major concepts that inform the work of the Department of Adult Education--continuous learning and self-directed learning."

In our reply to the Draft Report we have tried to maintain this focus while not introducing any further new material. In general we are both stimulated and pleased by the Report's contents, and believe that its proposed legitimization of the adult student far outweighs any criticism we might have, and the criticism that has poured forth from other sources.

The opinions represented here are, it is important to note, opinions arrived at by extensive discussions with all members of the Department. We are trying to be as helpful as possible in clarifying, elaborating, and amending the body of the Draft Report, both because we are in general sympathy with its aim, and because we believe that the Report has stimulated a long overdue discussion of post-secondary education in Ontario in which it is the responsibility of all educators to engage.

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The Draft Report of the Commission on Post-Secondary Education in Ontario is a valuable, tough, and radical document. In the face of all the complexities of soaring costs, vastly increased public financial participation, and the public demands of any modern society, the Report's basic recommendations are stated simply and directly:

> First, education must be man-centred...We must never forget that the basic purpose of education is learning; that learning cannot but be, ultimately, a highly individual matter.
>
> Second, if the individual is at the centre, he must have the opportunity and the responsibility to decide what educational experience is best for him...
>
> Third,...educational services should be available to all citizens throughout their lives, not just for a number of years immediately following high-school graduation. If education is man-centred, then it should not be limited to a particular age group. In fact, our assumptions about our future society indicate that educational services can and indeed should be available to citizens of all ages.

In this society these are revolutionary concepts. They present the prospect of a system that will undertake in quite a new way the liberation and mobilization of the most human of all human potential--the capacity for learning. In proposing that educational services and learning opportunities should be made available to all citizens at any stage of life, the Report represents the first major attempt at establishing a "learning society" here and now in Ontario.

It is incumbent on any critics of this Report to accept or reject these basic assumptions upon which the Commission based its Report, and if they accept them to then demonstrate what means will serve them better than those proposed by the Report itself. If they reject them they will have to show cause in the name of justice, equity, and efficiency.

The Department of Adult Education deplores the fact that these vital assumptions have been obscured thus far in the public debate and in the frantic concern of some sectors of the educational community over questions of administration and finance. The Department supports the Report's strong

position in favour of universal access to educational opportunities and is particularly impressed by the Commission's recognition of the need to incorporate freedom of choice, transferability of educational experience, and the educational contribution of non-formal institutions and organizations (the Open Sector) into a comprehensive scheme of post-secondary education in Ontario. The Department also supports the Commission in its rejection of the notion of any inherent virtue in consecutive attendance. Unfortunately much of the critical discussion of the Report has been premised on the traditional assumption of an educational system devoted entirely to children and semi-dependent youth caught in the familiar pattern of consecutive school attendance. It should be recognized that the Report is the first official statement that supports the voluntary or compulsory "stop-out," and in fact makes a virtue of that position.

The Report's recommendations stem from these basic principles and are designed to implement them. The main recommendations fall roughly within three areas. The first are those dealing with access for all, and how that right may be equated with the right of the institutions to demand adequate performance, and to evaluate ability. Included within these recommendations are those important ones which deal with the relationship of teaching, learning, and certification, and those which deal with re-certification.

The second group are those dealing with finance, with the allocation of scarce resources over much broader kinds of participation, as an alternative to allocating all our resources for education to the treating of only one easily identifiable, easily romanticized group, namely the young. Also in this group of recommendations, an attempt is made to deal with the protection of variety: variety of style and variety of performance, variety of times of entrance and variety of duration of stay, and finally variety of institutional response.

The third group deals with administration and includes the introduction of new administrative bodies, new teaching institutions, and a grand new teaching and measuring body, namely the University of Ontario.

If we are more content to deal with learning when we are sure that the learners are dependent and only engaged in learning something we already know, then we will be unable to deal consciously and rationally with the organization of opportunities for people to learn things we don't know and don't

understand. But if we believe in the potential of every individual to learn, then the prospect of an educational system that will release untold potential for learning and a commensurate affection and loyalty from participants in that system can be imagined and elaborated.

It is within these margins that the recommendations of the Commission must be examined, if not one by one, then group by group, so we may see what is consistent and necessary, what is superfluous or shortsighted, and what needs immediate, further, and intense examination. To do less would be to lose the major educational opportunity presented to this Province and indeed the whole country in this half-century.

*SEPARATION OF FUNCTIONS*

Having acknowledged these principles, the Commission proceeds to separate a number of functions and practices that have to date been combined. The functions offered for separation are: guidance (counseling, information, etc.) and institutional instruction; certification and institutional instruction; endowment of institutions and endowment of individuals; costs of research from costs of instruction; and students from programs.

The separation of guidance and information from instructional institutions follows from the policy of universal accessibility. At present, most educational counseling and information programs--with the exceptions of the advertising that accompanies evening classes and unique systems such as MetroDOC--are designed for students who are already in the school system and who must make increasingly sophisticated choices among increasingly diverse and complicated programs. However, many of the potential students envisaged by the Report are dispersed throughout communities and are not necessarily engaged in educational activity at the time they most require guidance and information; furthermore, the kind of open system recommended by the Report will mean the relating of these dispersed students to a number of specialized and dispersed institutions. The principles of accessibility and transferability therefore demand a system of guidance and information separated from specific teaching institutions and specific programs.

The Department disagrees with the Commission's identification of public libraries as the only suitable locations for guidance and information programs. These services also should be available in other places where

people congregate--shopping centers, information centers, Community Colleges, and store fronts.

The Department applauds the linking of the functions of guidance and counseling with a much strengthened system of adequate information and points out that the foundations for such a system have already been laid by such programs as MetroDOC. The Department emphasizes past difficulties in financing proper information systems and supports the recommendation to establish a body such as the Human Resources Commission to supervise, promote, assess, and finance these functions.

*Separation of Certification from Teaching Institutions*

This proposal follows from the principles of universal access, interchangeability, and individual determination. However, it also reflects the determination to move the educational system away from its screening function in the service of work-oriented society. The Commission argues that it is up to the professional bodies and those bodies responsible for the protection of the public from incompetence, to decide whether an individual is competent to practice and be licensed, initially and recurrently. While the Department supports this position in principle, it cautions that a great deal more must be learned about the process of evaluation and the kinds of evaluative instruments which will be required.

*Separation of Funding for Research and Instruction*

While the Department appreciates the position of the universities, acknowledged in the Report, that research and teaching are "inseparable," it would hasten to point out that what the Report suggests is a separation not of function but of funding. Different sectors of the society have and can afford to have different interests in the outcomes of long- and short-term research and, in the Department's view, there is no reason why the costs of research should be concealed in the costs of teaching and charged accordingly. The existence of a range of new post-secondary institutions (i.e., Community Colleges), where teaching is dominant, has intensified this issue. The determination of the Commission to provide greater endowment directly to students makes it necessary to separate the costs to them of instruction from the long-term costs of research. At the same time, the Department would

underscore the position taken in the Report that "it is irrational to make all or most of our support for research dependent on the number of students," (page 41). In the light of present Federal discussions of a new science policy and the decentralization of centers of research and initiative for research set against the background of Federal-Provincial debate over control of education-instruction, it seems eminently sensible to separate the costs of these functions and to allow some independence of maneuvering to both institutions and Treasury Boards.

*Endowment of Students and Endowment of Institutions*

The separation of students and institutions as objects of grants strikes at the heart of what is perhaps the most persistent and poignant of all educational issues. Should tuition be free, and if free--in what sense? The Report proposes to reintroduce a pattern--originally introduced in the Department of Veterans' Affairs experiment--of mixed financing, providing public subsidy to both institutions and to students. Such a proposal would give the students greater responsible bargaining power as individuals and would also provide some discretionary freedom to institutions. In the Department's view, this proposal takes into account such factors as the discoveries of recent years that even free and compulsory education has not in fact guaranteed equality of opportunity in the beginning educational systems and that some extra subsidy must be provided to individuals or families; the concern that public coverage of the total cost of educational institutions could make them subject to public controls to an extent which would be unwelcome (it is not at all clear that free tuition and institutions with the independence to which the universities at least are accustomed are compatible); the recognition that, in accord with the principle of universal access, many students will be employed and self-supporting rather than dependent (as most young students are) and that society would not countenance totally free tuition to individuals capable of paying something out of private earnings. However, the Department is concerned also that the arguments that the precise recommendations would work against poor students (because they would be left with a great burden of debt) should be carefully examined.

*REACTION TO RECOMMENDATIONS*

The Department's comments regarding specific recommendations are listed in Section II of this response. However, certain groups or areas of recommendations in the Report deserve special highlighting in relation to the basic assumptions and principles which underlie the entire Report.

*(1) Access*

Clearly the Commission believes that post-secondary education requires a sharp break with the consecutive, partially custodial elementary and secondary systems. The break comes perhaps at that point where participation becomes voluntary. The essential and vital argument is that it should indeed be voluntary at every age--young, middle, and old--and should not be designed so that it depends upon holding the young consecutively as long as possible, and on dealing with anyone else as extra. In the Department's view, the Report is a document of not only a second but a third and fourth chance. In this regard, the Department urges increasing acceptance of the view that the educational climate should be such that young people may feel free to drop out or "stop out" of the formal system for whatever reasons and then be welcomed back at the time of their choosing and at a level appropriate to whatever stage of learning or experience they have reached in the interim.

The Department's reservations about the implementation of Recommendation 7 are contained in Section II below.

One very important freedom of access repeatedly argued in the Report, and one which the Department would underscore, is that re-certification procedures will also provide access to full professional stature for those people who may have gained considerable experience in para-professional roles but who for various reasons did not qualify as young men or women for full professional stature.

*(2) Institutional Recommendations*

(a) Small, Local Colleges

The Department's comments regarding the proposed establishment of these colleges can be found in Section II below. Particularly, the Department would recommend that among other functions, the colleges take on that of serving as tutorial and residential centers for the University of Ontario.

The Department would also emphasize the point, often not recognized, that the freedom to learn must be accompanied by the freedom to teach. Teaching now, with access to any real resources, is controlled by the hiring and certifying practices of institutions. These practices have a number of institutional limitations which tend to stand in the way of individuals wishing to teach but who do not wish to be full-time teachers. The results of the expansion of education in the past fifty years, and of the demand for educated personnel on the part of non-educational institutions and agencies mean that there are in the society many highly educated and trained individuals employed in a great variety of occupations, often in oddly isolated places, quite capable of teaching and willing to do so. Local centers would allow for this on a much greater and more efficient scale than is possible now.

(b) The University of Ontario

The proposal for a University of Ontario is an exciting idea, but its outline remains vague. Consideration of it requires distinguishing between three functions: testing, degree granting or educational certifying, and instructing.

The centralized testing function is entirely consonant with the recommendations regarding counseling and information which are inseparable from testing. The chief concern of this Department would be that the University of Ontario be concerned about the development of adequate and reliable methods of testing and evaluation. Care must be taken to protect the confidentiality of results for all individuals involved in the process.

The function to provide access to qualification for degree for those whose eclectic educational behavior puts them outside the interests of other institutions is necessitated by the recommendations permitting free choice of program and transferability. The Department would hope that implicit here is the right of anyone who wishes to sit for a degree without necessarily indicating any formal preparation or educational participation.

The function to be given to the University of Ontario to teach largely through radio, television, and correspondence, needs further consideration. For example, one obvious question is why such a recommendation would be made with no effective reference to the Ontario Educational Communications Authority. Although this recommendation was doubtless inspired by the

the example of the British Open University, that experience should be examined carefully in light of British and Soviet findings about the need for tutorial and residential experience in correspondence programming.

*(3) Administrative and Financial Recommendations*

Recommendations 68

> All Canadian citizens resident in Ontario who have not received or who choose not to seek any formal post-secondary education, should be eligible to apply for a grant amounting to an approximate value of the average public subsidy for conventional post-secondary education. This grant could be obtained either for educational or cultural activities, to purchase educational or cultural services by an individual citizen or by a group of citizens. The Co-ordinating Board for the Open Sector should be responsible for the administration of this type of grant. The Government of Ontario should allocate $15,000,000 for this purpose to the Co-ordinating Board. The Senior Advisory Committee should review this program annually.

The Department feels that this Recommendation is filled with the promise of real commitment to individual development, but many questions must be raised about its interpretation and implementation. On the one hand, the recommendation represents a superb recognition of the intrinsic value of individual development entirely free of institutional means or ends. However, the administrative problems, both individual and public, are formidable. At what stage does one foreswear any claim on post-secondary systems? Since the amounts of subsidy vary according to the path chosen, which one will be approximated? This recommendation needs considerable clarification before it can be acceptable.

With regard to the recommendations regarding administration, the great advantage of the recommended administrative machinery lies in its widened opportunities for participation and its increased openness to public scrutiny. Questions occur around the advisability of establishing just one granting department and around the proposed relationships between the Senior Advisory Committee and the Co-ordinating Boards, and these proposals seem neither clearly justified nor satisfactory. With the actual development of a two-tier cabinet in Ontario, it is surely unthinkable that so important an enterprise should be subject to someone less than a super-minister, or a committee of super-ministers. Secondly, since it is quite clear that all important enterprises of a modern society have educational

or training interests of a substantial nature, it is surely unrealistic to subject policy matters for all post-secondary education to a single Minister of Education.

The Department is concerned about these aspects of the administrative proposals, but stresses that careful consideration of them should serve as a focus for debate and not lead to complete rejection in an effort to protect the status quo. The Department's position is that the other desirable changes recommended, particularly those dealing with freedom of choice and access, do mean changes in administrative practices. But care must be taken lest our imaginations are imprisoned by the vestiges of practices that have developed over a hundred years or more of experience with a compulsory, child-centered system of education.

*SPECIAL CONCERNS OF THE DEPARTMENT OF ADULT EDUCATION REGARDING THE REPORT*

There are several areas which the Department feels have been either overlooked or underestimated in the Report and to which it would like to draw special attention.

1. *Concept of Post-Secondary Education*

The Department feels that the use of the term "post-secondary" throughout the Report reveals an inconsistent and limited view. The Report suggests that the Commission is still thinking of education in terms of young people and has not indicated sufficient concern for continuing education of lifelong learning. They do not see the public school system (elementary and secondary) as instruments of continuing education.

2. *Preparation for Post-Secondary Education*

The Report ignores the needs of many people who do not see themselves as potential recipients of even the most primitive services of information and counseling. There is no provision for the sort of social animation that justifiably has become prevalent in the past decade and which has at its base the development of a kind of "educational literacy." If educational opportunities are to be universally available, then not only must people be made aware of such opportunities but they must also possess the skills to take advantage of them.

3. *Evaluation*

The Department's concern about evaluation, although expressed above, bears re-emphasizing. The Department cannot stress too heavily the urgent need for continued and thorough exploration into evaluative instruments and techniques.

4. *The Open Sector*

The Commission includes within the purview of post-secondary education institutions and organizations not usually considered as part of post-secondary system, such as museums, art galleries, the Ontario Science Centre, and so on. While it is certainly commendable that the Commission has recognized the considerable contribution that these institutions make to post-secondary education, it should be made clear that they are by no means *only* post-secondary. The Commission seems to have confused *activities* with *institutions*. The Department is concerned both with the administrative and the financial implications of treating these institutions as solely post-secondary. At present they represent a mixing of private and public support and direction, and local, regional, and provincial initiative. To the extent that they receive public funds they should, of course, be expected to provide a reasonable accounting. But to deprive them of their present mixed basis of funding--public and private, and from various levels of government--and to bring them completely into the same administrative structure as post-secondary institutions, would run the risk of depriving them of much of their vitality, flexibility, and local initiative. The existence of institutions which cater to the educational, cultural, and recreational needs of various age groups for diverse purposes presents far more formidably than elsewhere the awareness that education cannot be divided but must be continuing. A more fully developed theory of continuing education would more accurately allow for the role of these institutions.

5. *Financing*

The Commission displays a curious unifocal provincial public vision with regard to the financing of post-secondary education in Ontario. It has completely ignored the financial contribution to post-secondary education from both the private sector and from other levels of government,

particularly the Federal Government. Any system for financing and administering post-secondary education must take into account the various sources of funding available for educational institutions and the opportunity for pluralism and diversity of programming which is thus made possible for the institutions. The Commission seems to have confused funding with control. It is certainly acceptable for the Province to decide whether or not to fund or to continue to fund certain programs, but it is not acceptable for it to attempt to prevent, or not encourage, institutions from seeking funding for such programs from other sources. Again, the mix of public and private financial support is one effective means of ensuring a degree of autonomy and local initiative on the part of individual institutions.

*6. Quality of Teaching*

The Report does not deal with the very crucial matter of quality of teaching and of the teaching-learning experience. The Department urges that consideration be given to this vital area, particularly in relation to staff development in post-secondary institutions.

*CONCLUSIONS*

The Report has precipitated a long overdue debate. For some years there has been growing in Canada, an educational system almost entirely outside of or beside the conventional system devoted to children and youth. Such a system is vital to a modern society. Since we must all deal with and be dealt with by it, the conjunction between the two systems can no longer be ignored. It is to this conjunction that the Report has addressed itself, and to which we, in response, must address ourselves. Implicit in the entire debate is the need to deal in some satisfactory manner with the collective needs and demands of a complex, technical, industrial society, and the individual needs and demands of the people who live in it. The apparent increasing divergence of these two thrusts is what lies at the heart of the debate.

The success of the Report lies in its attempt to uncover what the real issues are and to respond to them. It did not stay, as it might have done, peacefully within the limits of dealing with the conventional upward

thrust of traditional education; instead, it tried to imagine a quite new and radical system catering to different people and different goals using different institutional and other means. Although we feel that it falls short of being consistent and that it does not go far enough with the concept of continuing education which we believe would make it consistent and coherent, it still has gone a long way and has focused the discussion on the right grounds.

The fervent hope of the Department of Adult Education, and its strongest recommendation, is that the Ontario Government establish a special working or research group to iron out the inconsistencies and to explore those areas which need further clarification and amplification.

## *SECTION II: REACTIONS TO SPECIFIC RECOMMENDATIONS*

**Recommendation 1**

The Government of Ontario should seek, through its own actions and through encouragement of appropriate policies on the part of other governments and organizations (both private and public), to provide socially useful alternatives to post-secondary education. Increased support for programs such as Canadian University Service Overseas, Frontier College, and Opportunities for Youth would benefit society as well as providing viable, paid alternatives to remaining in school.

SUPPORT The Department feels that the alternatives suggested are probably necessary for a short period of time, but are not adequate for the long run. Other alternatives which should be considered are citizen participation groups, cable television projects, and mid-Canada development projects.

**Recommendation 2**

The alternatives for young adults should be funded as realistically and/or generously per individual per annum as are formal types of post-secondary education.

**Recommendation 3**

The Ontario government should, by legislation and example, provide opportunities for the employment of secondary-school leavers who wish to pursue post-secondary education on a part-time basis. This should be accomplished by the provision of patterns of employment that permit intermittent and part-time study. Provisions should be made for employees to have the right to time off for study without pay, and employees should have special subsidies or other incentives to participate in co-operative educational programs.

STRONGLY SUPPORT

**Recommendation 4**

Formal programs in universities and colleges should be more fully integrated with real opportunity for experience and practice so that pertinent practical experience gained outside formal institutions may be substituted for conventional laboratory and practice work. Payment to the providers of such training could be at levels up to those now prevailing for institutionalized instruction in practical subjects, although decreases in cost levels should be possible.

STRONGLY SUPPORT The Department hopes that experience gained outside formal institutions will be used to improve formal instruction rather than to save money.

**Recommendation 5**

Elementary, secondary, and post-secondary teachers and administrators who have had non-school work experience relevant to their specialty should be given preference in hiring over those lacking such experience.

SUPPORT We would suggest re-wording: ". . . should be given consideration in hiring over those of equivalent qualification who lack such experience."

**Recommendation 6**

Short courses for intensive upgrading or retraining for professionals or para-professionals should be developed and periodically reviewed by the appropriate co-ordinating board[1] to ensure continuing relevance.

To be eligible for grants, courses leading to recertification of professional personnel should be open to related para-professionals and should permit achievement of professional status through continual re-evaluation.

SUPPORT The Department would emphasize that such courses be transportable and flexible. The Department has several concerns about this Recommendation that require exploration such as: how to acquire the competence to carry it out, whether the coordinating board will be able to ensure relevance, and whether the term "courses" as the means of re-certification is not too narrow.

**Recommendation 7**

All students who have been out of full-time, regular education for two years should have the right to conditional admission to post-secondary institutions without formal requirements.

STRONGLY SUPPORT INTENT We strongly support the intention to open access to all post-secondary opportunities. Heavy investments will have to be made to discover those predictive measures which will best determine those persons who are capable of taking advantage of such opportunities. No serious attempt to open access can be effective without substantial improvements in guidance provisions and more effective preparatory and orientation programs. Institutions should be required to provide both.

**Recommendation 8**

Graduate study should be defined so as to include part-time as well as full-time participation where programs of courses and research related to the career interest of the student are pursued outside the university in industry or government.

SUPPORT We would broaden the scope of this Recommendation by changing it to read "where programs of courses and research related to the educational goals of the student are pursued outside the university."

**Recommendation 9**

Part-time and full-time students should be equally eligible for student assistance programs.

STRONGLY SUPPORT

**Recommendation 10**

In order to facilitate the return to learning opportunities for all professionals, salaried employees, and wage earners, legislation and/or structures should be devised for the purpose of investing funds and/or percentages of income, salaries or wages, annually in order to provide for periodic study leaves where it is so desired by the professional, salaried employee or wage earner. (For example, an employee who has foregone 10 per cent of his salary would be able to take a study leave of some six months every five years.)

SUPPORT The Department would urge legislation to this effect, as exists elsewhere.

**Recommendation 11**

Future agreements between unions and employers should be structured to permit the worker a choice of simple salary increase or equivalent educational benefits for studies of his choosing.

SUPPORT The Department would urge legislation to this effect.

**Recommendation 12**

Ontario Manpower Retraining programs should be made more widely available by such means as dropping the present requirement of a three-year attachment to the labour force. The program should be expanded to include services such as general literacy training and "pre-training" in the case of anticipated large lay-offs by employers.

SUPPORT The Provincial Government should negotiate with the Federal Government in order to achieve this.

**Recommendation 13**

Voluntary organizations which have made important contributions to the development of adult education should be eligible for provincial grants to meet some of their fixed overhead costs as well as some costs of programs operated.

SUPPORT We urge that the word "adult" be deleted and replaced by "continuing education." Special support is urged for residential centers for continuing education.

**Recommendation 14**

Wherever possible, student housing should be made part of general-purpose public housing, and public support provided on that basis.

The Department appreciates the intent of this Recommendation but feels that there is a value in having separate residential facilities for students.

**Recommendation 15**

In communities located more than 30 miles from an existing university (or university-affiliated college), colleges of applied arts and technology should develop university courses in affiliation with a provincially-assisted university. Simultaneously, the colleges' general arts and science program should utilize the learning resources of the proposed University of Ontario. (*See* Recommendation 21.)

The Department would like clarification regarding how this would be implemented.

**Recommendation 16**

Satellite campuses affiliated with existing universities should be established in communities currently without universities, university branches, or colleges of applied arts and technology, which are beyond commuting range of such institutions and in which a viable enrolment can be achieved.

SUPPORT

**Recommendation 17**

Special grants should be made available to libraries in communities beyond commuting range of a post-secondary educational institution to enable them to provide supporting materials for courses given by the proposed University of Ontario (*See* Recommendation 21) and to expand existing library facilities.

STRONGLY SUPPORT This Recommendation deserves prompt attention. We think it should be strengthened by the extension of similar services to those in communities and small settlements without libraries. Perhaps such a service could be established via a library-by-mail service similar to those operating in other provinces such as Alberta and Manitoba.

**Recommendation 18**

All citizens of Ontario should have access to all libraries, including those in provincial educational institutions such as universities, colleges of applied arts and technology, and secondary schools.

SUPPORT THE INTENT The implementation of such a principle raises such questions as: How do libraries share costs? What forms of access are envisaged? What sorts of controls are required? Some initial steps toward extending access might be achieved by establishing much better interchange and communication among libraries and between libraries and other information and educational agencies.

The Department recommends the establishment of a communications network in the Province which would be used not only to carry reference questions and information on the location of specific materials but also which could be used to carry long-distance xerography, computer print-out, and even on-demand documentary television programming. These are not proposals for the year 2000 but are feasible initial steps toward extending library access.

**Recommendation 19**

The province should adopt policies that would permit and encourage the establishment, through local, community, or private initiative, of a number of small colleges on a scale varying from 200 to 1,000 students in various localities throughout the province.

STRONGLY SUPPORT The Department urges that these colleges be tutorial and residential centers for the University of Ontario. The Commission needs to clarify this recommendation and to specify the kinds of colleges they had in mind.

**Recommendation 20**

Educational services should be co-ordinated and catalogued within communities and, if practicable, on a province-wide scale so that information on all kinds of programs offered by all kinds of institutions and agencies would be readily available to all.

SUPPORT In order to bring this about, there should be ample support for the provision of informational resources so that the information about educational services will be accurate and current. (MetroDOC provides a good example.) The word "coordinate" should be clarified. Does it mean control? provision of information? improvement of guidance services?

**Recommendation 21**

We recommend creation of a "University of Ontario" which would:

a) provide, via television, radio, and correspondence, educational services at the post-secondary level to the people of Ontario;

b) provide a testing and evaluation service available on demand to the people of Ontario;

c) award formally earned degrees and, on the basis of services stipulated in b), degrees and diplomas where appropriate without formal course requirements;

d) co-operate with other educational and cultural institutions in the broader provision of educational services.

SUPPORT--if residential and tutorial features are provided. Section (b) re testing and evaluation is fascinating, but we do not believe there is as yet sufficient knowledge of how to do it. We would hesitate to support this Recommendation unless considerable resources went into developing this area (including performance criteria).

We question the wisdom of the same institution providing educational services and doing the evaluation.

**Recommendation 22**

Whether through the open University of Ontario or through existing post-secondary educational institutions, new opportunities should be opened for anyone in Ontario who wants to study on a part-time basis.

STRONGLY SUPPORT

**Recommendation 23**

Part-time students should have access to all programs in universities and colleges. Wherever possible, scheduling should be on an extended-day basis with courses offered at different times of the day where duplication is necessary.

STRONGLY SUPPORT The Department strongly supports the intention to make all post-secondary education programs accessible to the part-time student, but recognizes that it may not be practicable to provide all programs in all institutions on both a full-time and part-time basis.

We would recommend the creative exploration and study of a variety of program alternatives to full-time educational participation, such as: residential settings, serial week-end programs, short-term work-leave contracts with employers, day release programs, and other joint work-and-learning schemes such as that proposed by the Commission as an alternative to full-time graduate study in Recommendation 8. We do not yet know how to effectively integrate our educational programs; we consider this a high priority area for research and development.

There is no doubt that certain educational objectives are more effectively achieved via part-time study. But if we are to provide equal opportunity to the part-time student on anything more than a superficial basis, we must:
a) take advantage of the special contributions to be made by the part-time student as a result of his work- and life-experience;
b) take account of the fact that part-time students cannot have the related and concurrent learning experiences available in full-time study; c) provide the part-time student with the ancillary services normally available to full-time students: library, common room, guidance and counseling, access to faculty out-of-class, and so on.

**Recommendation 24**

Students should be able to enrol and withdraw from institutions or attend two institutions simultaneously, without prejudice, so that learning may proceed by the accumulation of knowledge from various sources. With such mixed programs, the appropriate degree-granting authority would be the University of Ontario.

The possibility of secondary-school students also studying part-time at post-secondary institutions should also be envisioned.

SUPPORT The first paragraph of this Recommendation provides further reason for including the University of Ontario in the "University Sector."

**Recommendation 25**

In order to provide opportunities appropriate to the individual student, fixed and rigid curricula should be abandoned in favour of a flexible approach; patterns of courses leading to various levels of specialization should be described but not made mandatory. Evaluated skills and/or demonstrated proficiency should be allowed as substitutes for prerequisites.

SUPPORT

**Recommendation 26**

The colleges of applied arts and technology should be granted the right to award distinctive bachelors' degrees, such as Bachelor of Technology (BT) and Bachelor of Applied Arts (BAA), to students successfully completing their present three-year programs in the appropriate divisions.

SUPPORT

**Recommendation 27**

The Ontario College of Art should be granted the right to award a bachelor's degree for its present program of studies (i.e., without an additional year being required).

**Recommendation 28**

The degrees Doctor of Literature (D. Litt.) and Doctor of Science (D.Sc.) should be established at the following large and centrally-located universities: McMaster, Ottawa, Queen's, Toronto, Waterloo, and Western. These degrees should be awarded on evidence of contribution to our knowledge and understanding of the arts and sciences, both pure and applied, as made by persons who are not regular candidates for an existing degree.

**Recommendation 29**

The present Grade 13 standard of attainment should be available in 12 years, allowing entry to all forms of post-secondary education after 12 years of schooling.

SUPPORT WITH RESERVATIONS We support this Recommendation to the extent that reducing the number of years to be spent in the secondary system can be seen as a means of broadening access to the post-secondary system.

However, since both this Department and the Commission espouse the concepts of self-determined curricula, of individually paced educational programs, and have argued against prescribed, sequential, lock-step programs of an established duration, discussion of the pros and cons of a 12- or 13-year program of elementary and secondary education (Recommendation 29) is redundant. See Recommendation 7 and paragraph 2 of Recommendation 24.

**Recommendation 30**

Where student intake quotas are for the present unavoidable (probably in medicine and dentistry), admission should be determined on the basis of a lottery conducted among those qualified applicants whose aptitudes and attainments indicate a reasonable probability of success.

SUPPORT The Department supports the proposed lottery since it will: i) eliminate the appearance of prejudice in the admission of candidates; ii) avoid the false implication of incompetence of unsuccessful applicants. We think the lottery should be made public. In addition, predictive instruments currently available are far from being error-free. We see as essential the development of predictive skills focused on determining those who are able rather than those who are most able.

**Recommendation 31**

Admission to professional practice in Ontario should be judged solely on the basis of written and oral examinations and experience. There should be no exception from examinations because of degrees or diplomas held. Re-evaluation every 10 years should be necessary to maintain registration for the purpose of professional practice. The examinations used for initial qualification should be of the same standards as those required for re-evaluation.

SUPPORT We agree that degrees and diplomas are no substitute for professionally controlled examinations (written and oral) and experience. We think that admission to professional practice also should be judged on the basis of <u>performance standards</u>.

The Department strongly supports the principle of compulsory professional re-certification, but we recognize the difficulty of early implementation until further measurement and evaluation studies have been completed.

It may well be that public funds will be required to assist the professional bodies in the development of objective and adequate measures of professional

competence; measures which are not tied to participation in any specific educational program, which allow for a variety of forms of professional preparation and experiential backgrounds, and which do not discriminate in favour of the young.

**Recommendation 32**

Examinations for admission to all trades and professions should be available in languages other than English where justified or necessary.

SUPPORT We suggest that the Recommendation be re-worded as follows: "Examinations for admission to all trades and professions in Ontario should be available in English and French, and in other languages where justified or necessary." As above, the Department has reservations about the use of examinations.

**Recommendation 33**

Legislation should be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions. This legislation should reflect certain features of such contemporary human rights legislation as the Act to prevent discrimination in employment because of sex or marital status.[7] In particular, the establishment and maintenance of rigid employment classifications or categories, maintenance of separate lines of progression for advancement in employment, or separate seniority lists on the grounds of educational certificates, should be prohibited.

SUPPORT

**Recommendation 34**

The achievement of performance criteria in the classroom should take precedence in teacher training over the mere accumulation of course credits at the training institution.

SUPPORT At first glance this Recommendation appears anti-intellectual ("mere...course credits"). This is not so if it is seen within the dehumanizing context of Canadian teacher-training and re-certification programs, characterized as they are by limited options and a lock-step sequence of courses of prescribed duration. Within this context, the Commission's Recommendation points to two more critical issues in the provision of professional education: i) the grave dangers involved in tying professional certification or re-certification to

participation in a specific educational program; ii) the importance of developing adequate measures of professional competence which are not tied to prior course-taking, and which will include some of the humane and liberating qualities we have traditionally sought in our undergraduate programs.

**Recommendation 35**

In each "professional" area, including architecture, engineering, law, medicine, psychology, social work and teaching, there should be a spectrum of practitioners including specialists, general practitioners, para-professionals, technicians, assistants, and aides.

The provision of a spectrum of occupations in a professional field is not the prerogative of the post-secondary educational system. The division of labour within an occupational area is surely determined by those working in that occupational area and the publics they serve.

**Recommendation 36**

There should be ready opportunity for people to proceed through the spectrum of skills and responsibilities represented in each professional area, with specially designed transfer courses which would build on the knowledge already accumulated.

STRONGLY SUPPORT Major emphasis should be placed on this Recommendation. The Department recommends that the Government establish a task force to look at its implementation and to assist the professional schools in thinking it through.

**Recommendation 37**

Refresher courses should be developed to provide for the continued competence of people operating at all levels. Such courses should be open to people of "lower" levels with full opportunity for their advancement to "higher" levels, on the basis of performance standards similar to those required for re-registration of previously qualified practitioners.

Special programs designed by discipline should be established to provide access to university degrees for graduates of colleges of applied arts and technology and similar institutions. Care should be taken to avoid unnecessary duplication of such programs, but they should be available throughout the province where demand warrants it.

SUPPORT The Recommendation is too specific with regard to refresher courses. Refresher courses may need to be supplemented with updating courses, and with courses designed to cope with new problems arising in the sphere of the professional's responsibility. Access to such programs for the "lower" occupational incumbents in the professional area is supported; such broadened access makes particular good sense when seen in conjunction with the transfer programs recommended in 36.

We expect that it is the Commission's intention to have one, not two standards of professional performance:

one for those entering the profession and one for those being re-certified. We would adjust the wording of this Recommendation therefore to "...similar to those required for registration of beginning practitioners or for the re-registration of previously qualified practitioners."

The Department recommends the deletion of the second paragraph of this Recommendation on the grounds that it is redundant with Recommendation 36.

**Recommendation 38**

The sex or age of a student should have no bearing on his or her acceptance into any course of studies, eligibility for financial aid, or rights of access to student centres, housing, and athletic facilities.

STRONGLY SUPPORT

**Recommendation 39**

Commencing in 1972, new appointments to academic positions in universities should reflect the proportion of women receiving Ph.D.s in that year.

**Recommendation 40**

By 1976, universities in Ontario should achieve a percentage of women holding tenured positions at least equal to the percentage of women holding non-tenured positions in 1971.

**Recommendation 41**

By 1981, the proportion of male and female faculty at each level in universities in Ontario should at least equal the proportion of males and females receiving doctoral degrees in Canada in 1971.

SUPPORT IN PRINCIPLE We support these recommendations recognizing the risks involved in a quota system. Nonetheless it is vital to establish programs which will encourage able women to proceed to post-graduate studies. The principle of equal rights and opportunities between men and women should apply to academic programs and employment procedures in all post-secondary institutions, and to all categories of employment, not just to faculty. Recommendation 39 is weak because it disregards the present disproportion between men and women receiving Ph.D.s.

**Recommendation 42**

Women employed in the field of higher education should enjoy the same conditions of employment as men. Appropriate promotional procedures should be adopted for women employed in research and part-time teaching.

STRONGLY SUPPORT Both these Recommendations (42, 43) should apply to part-time as well as full-time employment.

**Recommendation 43**

Discrimination on the basis of sex in pay, rank, and rate of advancement should be abolished.

**Recommendation 44**

The biological role of women should be recognized by the provision of maternity leaves, tax relief for child care, and the creation of day care centres.

STRONGLY SUPPORT Day-care centers should be provided for students as well as staff of post-secondary institutions. Educational institutions should cooperate with appropriate community agencies to ensure the availability of day care for children of students and all categories of staff.

**Recommendation 45**

The Ontario Manpower Retraining Program should be open to women who wish to re-enter the labour force but who are at present ineligible on the grounds of the three-year attachment to the labour force requirement.

STRONGLY SUPPORT The Government of Ontario should initiate changing this Federal regulation, or finance this change itself.

**Recommendation 46**

The federal and provincial governments should co-operate in establishing a Canadian Human Resources Commission, with the following jurisdiction:

a. to advise the federal and provincial governments on matters pertaining to manpower projections and related educational planning;

b. to sponsor and publish studies on manpower predictions and educational planning.

The Department agrees that the information is badly needed, but is not convinced that a commission is the best body to do it, especially when several Federal Government agencies such as Labour, Manpower, Statistics Canada, and the Economic Council of Canada have the capability. What is needed is a cooperative effort among these bodies and the provinces in order to relate their efforts to provincial needs and conditions.

Further, the name is not well chosen. Manpower Planning and Information would be more suitable.

**Recommendation 47**

An Ontario Human Resources Commission should be established with the following characteristics and jurisdiction:

a. *Composition:* apart from a permanent chairman, members of the Human Resources Commission should be drawn from the members of governmental service, educational institutions, industry, labour, cultural organizations, and professional associations;

SUPPORT WITH CHANGES We suggest the following changes. Under b. ii Executive

1. should read, "to develop and administer an independent government-supported guidance system, separate from educational functions and available for all the citizens of Ontario."

b. *Functions:*

i. Advisory: to the Government of Ontario on any matters pertaining to guidance;

ii. Executive:

1. to administer all government-supported guidance programs in the province of Ontario;

2. to sponsor and publish studies on relevant areas of its interest.

2. Add: It must publish a report annually.

**Recommendation 48**

Counselling and guidance services should be made available to all adults wishing to participate in continuing education. Such services should be available in all public libraries. More emphasis should be placed on activity at the community level through the establishment of community boards advisory to the proposed Ontario Human Resources Commission.

SUPPORT WITH CHANGES We suggest the following changes. The words "wishing to participate in continuing education" should be deleted from the first sentence. In the second sentence, the following should be added: "...and other appropriate places: shopping centers, laundromats, store-fronts, community centers, information centers, and so on." Guidance and counseling services must be closely tied to the information systems recommended in 18, 20, and 46.

**Recommendation 49**

All provincial support for post-secondary education should be funded through a single government department. The definition of post-secondary education should include the following institutions or groups: universities, colleges of applied arts and technology, agricultural and trade colleges, schools of nursing, museums, theatres, art galleries, science centres, libraries, and similar institutions.

The Department is not convinced that post-secondary education should be funded through a single department (many departments of Government are carrying on post-secondary education, such as Agriculture, Lands and Forests, etc.). Balance can be achieved through the senior advisory committee which should report to the Government.

Further, the Department rejects the inclusion in this recommendation of "museums, theatres, art galleries, science centers, libraries, and similar institutions" as post-secondary institutions. This usage contradicts the earlier definition of post-secondary education as activities rather than as institutions.

It also excludes mention of the substantial post-secondary educational activity conducted by business and industry, by private educational entrepreneurs, and by churches and religious agencies.

**Recommendation 50**

A Senior Advisory Committee should be established to advise the Minister on matters pertaining to post-secondary education in Ontario. The 13 members of the Committee should be appointed by the Lieutenant Governor in Council, on the advice of the Minister, to serve three-year, once-renewable terms. The Committee should be constituted as follows:

a. Six members of the public, selected from the nominations of community organizations such as the Ontario Federation of Labour and the Chamber of Commerce.

b. Six members nominated by institutional, faculty, student, and staff organizations of post-secondary educational institutions.

c. A full-time chairman appointed by the Lieutenant Governor in Council.

d. The Deputy Minister of the Department of Colleges and Universities, as Secretary.

The functions of this Committee should be:

a. To advise the Minister on allocation of funds between various sectors of post-secondary education upon receipt of requests from the three proposed co-ordinating boards. The advice of the Senior Advisory Committee should be made public no later than six months following its receipt by the Minister.

b. To publish annual reports dealing with the entire range of post-secondary education in Ontario, and to publish any other reports on post-secondary education that it deems of value and interest.

c. To hold regular public hearings on post-secondary education throughout Ontario.

SUPPORT The advisory committee should report to the Government, in the same way as the Ontario Human Resources Commission (see Recommendation 47). It should not be tied to any one department.

Section (d) should be deleted. The Committee must have its own staff free from Departmental allegiances.

**Recommendation 51**

We recommend that three co-ordinating boards be established, one to deal with universities and similar institutions, one to deal with the colleges of applied arts and technology and similar institutions, and one to co-ordinate the activities of the Open Sector (libraries, museums, and the like).

SUPPORT WITH SPECIAL CONCERNS
1) The Department is concerned about the problems relating to centralized power and control; it feels that greater centraliza- does not necessarily mean a bad system, and that to bring about necessary changes (which will particularly benefit part-time secondary opportunities), a certain redistribution of power is necessary. However, the Department hopes that sufficient safeguards to provide for continuing local initiative and planning will be incorporated.

**Recommendation 52**

The Co-ordinating Board for Universities should be composed of 13 members, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities to serve three-year, once-renewable terms, and chosen as follows:

a. Six members selected from the nominees of organizations representing industry, labour, and other lay public groups.

b. Six members selected from nominations made by provincial organizations representative of institutional, faculty, student, and staff associations.

c. A full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities.

d. No president or vice-president of a university or similar institution should be appointed to it.

**Jurisdiction:**

a. To establish new faculties and programs and discontinue unnecessary faculties and programs, at both the graduate and undergraduate level.

b. To establish a general admissions policy for the institutions under its jurisdiction.

c. To distribute operating and capital funds among the institutions.

**Policy:**

a. The Co-ordinating Board should hold public hearings from time to time at the institutions under its jurisdiction.

b. The proceedings of the Co-ordinating Board should generally be public, and held *in camera* only when the transactions are confidential or immediately prior to giving advice to the Minister. The minutes of all meetings should be made public.

c. The Board should distribute funds for educational purposes on an objective formula basis for both operating and capital grants. If major changes are proposed, public hearings should be held to justify them.

2) The Department thinks it should be made clear that the points under the heading "Jurisdiction" 52 (a), 53 (a), and 54 (b), really refer to funding decisions, and that while the Co-ordinating Boards might refuse to fund a program, a division or an institution, such a refusal would not inhibit the freedom of these institutions to seek funding from other sources--Federal Government, Municipal Government, private sources. Public (Ontario) funding might be seen in many cases as "seed money" for projects which would combine public and private funding.

3) The wording of the Report suggests that the commission has not recognized that many of the activities of institutions in the Open Sector are valid for purposes other than post-secondary education, such as programs planned specifically for children.

4) The University of Ontario should be placed in the university sector rather than in the Open Sector as the Report suggests.

d. The Board should award five per cent of its operating grants budget for innovation in educational programs and policies. Such grants should not persist for more than five years. Following this period, successful innovations and experiments should be viable on the basis of ordinary support.

**Recommendation 53**

The Co-ordinating Board for colleges and related institutions should be composed of 13 members, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities to serve three-year, once-renewable terms, and chosen as follows:

a. Six members selected from the nominations of organizations representing industry, labour, and other lay public groups.

b. Six members selected from nominations made by provincial organizations representative of institutional, faculty, student, and staff associations.

c. A full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities.

d. No president or vice-president of a college or similar institution should be appointed to it.

**Jurisdiction:**

a. To establish new divisions and programs and discontinue unnecessary divisions and programs.

b. To establish a general admissions policy for the institutions under its jurisdiction.

c. To distribute operating and capital funds among the institutions.

**Policy:**

a. The Co-ordinating Board should hold public hearings from time to time at the institutions under its jurisdiction.

b. The proceedings of the Co-ordinating Board should generally be public, and held *in camera* only when the transactions are confidential or immediately prior to giving advice to the Minister. The minutes of all meetings should be made public.

c. The Board should adhere to the general distribution of funds on an objective formula basis for both operating and capital grants. If major changes are proposed, public hearings should be held to justify them.

d. The Board should award five per cent of its operating grants budget for innovation in educational programs and policies. Such grants should not persist for more than five years. Following this period, successful innovations and experiments should be viable on the basis of ordinary support.

**Recommendation 54**

The Co-ordinating Board for the Open Sector should be composed of 13 members, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities to serve three-year, once-renewable terms, and chosen as follows:

a. Six members selected from nominations made by public organizations representing industry, labour, and other lay public groups.

b. Six members selected from nominations made by representatives of the institutions themselves.

c. A full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Colleges and Universities.

d. No president, vice-president, or equivalent administrator of a public cultural institution should be appointed to the Board.

**Jurisdiction:**

a. To distribute operating and capital funds among the institutions.

b. To establish new programs and activities, including the University of Ontario (*see* Recommendation 21), and discontinue unnecessary programs.

**Policy:**

a. The Co-ordinating Board should hold public hearings from time to time at the institutions under its jurisdiction.

b. The proceedings of the Co-ordinating Board should generally be public, and held *in camera* only when the transactions are confidential or immediately prior to giving advice to the Minister. The minutes of all meetings should be made public.

c. The Board should seek to establish and adhere to the general distribution of funds on an objective formula basis for both operating and capital grants.

d. The Board should award five per cent of its operating grants budget for innovation in programs and policies. Such grants should not persist for more than five years. Following this period, successful innovations and experiments should be viable on the basis of ordinary support.

**Recommendation 55**

In the governance of provincially assisted institutions there should be direct and significant representation on governing bodies of students and faculty. Meetings of such bodies, as well as budgetary and other information, should be open. Such governing bodies should hold public hearings on some regular basis. In order to provide for the representation of community interests, such hearings should be held, on occasion, in the various communities served by the institution. Reports and financial statements for each institution should be tabled in the provincial legislature.

Why is representation limited to just faculty and students? All other staff should be represented also.

**Recommendation 56**

For the sake of diversity, the evident trends towards at least three models of university and college governance in the province should be recognized by the province:

(a) reformed bicameral systems, with some interlocking membership, including faculty and students represented on the Board, as well as students and board members represented on the Senate; (b) boards of trustees, i.e. overseers; (c) unicameral governing bodies, combining the functions of board and senate.

SUPPORT

**Recommendation 57**

Not more than one-third of the lay members of governing bodies of universities and colleges should be "self-perpetuating", with the balance appointed by other agencies, such as the Lieutenant Governor in Council, alumni, or city council.

Why should any of the lay members of governing bodies be self-perpetuating?

**Recommendation 58**

All vestiges of *in loco parentis* rules should be abolished.

SUPPORT

**Recommendation 59**

Students, faculty, and institutions should develop and/or maintain existing voluntary provincial associations to provide a basis for the expression of views of such constituencies on a province-wide basis.

SUPPORT

**Recommendation 60**

Proper procedures and policies affecting appointments, promotions, and dismissals should be worked out in detail by the institutions and their employees.

SUPPORT

**Recommendation 61**

The public subsidy for institutional operating costs of post-secondary education should be divided into two categories:

a. the subsidy for educational or instructional expenditures, calculated in a manner indicated in the introduction to this section, and amounting to 50 per cent of such costs;

b. payment for research and other activities, on a long-term basis (no fewer than five but no more than 10 years).

The public subsidy should be allocated to each institution in one lump sum, with the first component part based on objective criteria.

SUPPORT WITH RESERVATIONS Some discretion should be left with each institution as to the exact allocation of the lump sum subsidy.

**Recommendation 62**

Institutions should be free to set their own tuition fees.

SUPPORT

**Recommendation 63**

All existing schemes of aid, bursaries, loans, and grants for post-secondary students should be discontinued in favour of the Commission's recommendations in this area.

This recommendation should read, "All existing provincial schemes..." so as not to appear to be interfering with Federal, municipal, or private financial assistance.

**Recommendation 64**

Public financing of students attending post-secondary institutions should be accomplished through two schemes: a grant scheme designed to provide increased accessibility to post-secondary education for students from lower-income groups, and a loan scheme to facilitate attendance at post-secondary educational institutions for the rest of the population as well as those who wish to pursue longer courses leading to professional careers.

SUPPORT WITH CHANGES The "three years" provision should be changed to two years in order to be consistent with Recommendation 7. The last clause Section g,should read, "did not attend full-time any post-secondary educational institution."

The **grant** scheme should have the following features:

a. awards large enough to pay the student's tuition fees and to provide for his maintenance while at school;

b. grants extended to any eligible individual for three years or, if taken on part-time basis, for the part-time equivalent of three years' full-time study;

c. eligibility based on considerations of both individual and parental income and wealth and limited to members of families falling below the mean of provincial income distribution;

d. eligibility not limited because the recipient lives with his parents;

e. the amount available scaled according to the recipients' parents' income group;

f. in particular, the amount should be determined on the basis of a sliding scale, gradually decreasing from the maximum amount available to those whose families are in the lowest quartile of income distribution in Ontario, those whose families have incomes at or above the mean for Ontario should not be eligible for grants. (*See* chart and footnote.)

g. the inclusion of parental income in the above calculations should be discontinued if the applicant has lived away from home for more than three years and, during the same period, did not attend any post-secondary educational institution.

The **loan** system should have the following features:

a. open to all students;

b. not limited in time;

c. interest-bearing;

d. repayment based on the "ability-to-pay" principle and fixed as a percentage of taxable income in any year;

e. repayable within 15 years or forgivable thereafter;

f. the yearly amount of support for which individual students could be eligible should be recommended by the respective co-ordinating boards responsible for universities and colleges and the Open Sector.

**Recommendation 65**

The new financing scheme should be introduced gradually and the co-ordinating boards should monitor the consequences of the new system, with particular attention being paid to the effects these measures have on accessibility to post-secondary education. The results of this monitoring should be published.

SUPPORT

**Recommendation 66**

The above new grant scheme should also be open to people who have been absent from elementary or high school for more than three years and who wish to continue their education at the post-secondary educational level. Any make-up work necessary for admission to a post-secondary educational institution should be provided free to these people.

SUPPORT WITH CHANGES "Three" years should be changed to "two" again to be consistent with Recommendation 7. The sentence regarding make-up work should be considered in relation to Recommendation 7.

**Recommendation 67**

The Governments of Canada and of Ontario should establish programs in which the students would be excused from payments of their share of costs in return for a contract of service, negotiated and/or approved by the responsible governments.

SUPPORT WITH RESERVATIONS Consideration should be given to implementing this in such a way that agreements will not be binding on students until they have completed their studies.

**Recommendation 68**

All Canadian citizens resident in Ontario who have not received or who choose not to seek any formal post-secondary education, should be eligible to apply for a grant amounting to an approximate value of the average public subsidy for conventional post-secondary education. This grant could be obtained either for educational or cultural activities, to purchase educational or cultural services by an individual citizen or by a group of citizens. The Co-ordinating Board for the Open Sector should be responsible for the administration of this type of grant. The Government of Ontario should allocate $15,000,000 for this purpose to the Co-ordinating Board. The Senior Advisory Committee should review this program annually.

STRONGLY SUPPORT The Department believes this is one of the most important recommendations of the Report and its implementation would bring a wide range of benefits to the people of Ontario. As a component of continuing education, these grants would offer exciting alternatives to institutionalized instructional programs, and provide individuals with the opportunity for creative, self-directed, and relevant-to-real-life learning experiences. The Department suggests that prime consideration should be given to two areas: (1) the development of Study Groups (Study Circles), now supported by legislation in several countries--

Denmark, Finland, Switzerland, Sweden; (2) the development of training programs (outside the usual educational institutions) for those involved in citizen participation and community development projects.

The Department would seek clarification about the following questions in relation to implementation.
How will the amount of the subsidy be determined?
Would the grant have to be taken all at once?
In what way would groups be eligible? (As a collection of individuals or as a collective body?)
Would individuals who have had some (say, a year) of formal post-secondary education be eligible for the balance?

**Recommendation 69**

There should be established a limited program of premium scholarships for advanced study, tenable in all fields, for which selection would be through a province-wide competition, with provision made for a proportion (say 15 per cent) of non-Canadians. The awards should carry stipends of approximately $4,000 per annum, plus tuition.

SUPPORT This program would require regular reassessment of the fields in which scholarships would be granted. The Department asks for clarification regarding who would be responsible for the program and how it should be reviewed.

**Recommendation 70**

Colleges of applied arts and technology and similar institutions should be treated on the same basis as universities with respect to the provision of capital funds, especially such funds as are to be used for cultural, athletic, and semi-social purposes.

SUPPORT

**Recommendation 71**

The provincial co-ordinating boards for universities and for colleges should move, whenever possible, towards a unified formula system that would encompass both operating and capital grants.

SUPPORT WITH RESERVATIONS This is supported if it means that lump sum grants would be given to local units who would determine their use.

**Recommendation 72**

Grants and subsidy policies by the government should be made and announced on a rolling three-year basis to facilitate long-term planning.

The Department would seek clarification of "rolling."

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